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DEPARTMENT OF STATE

WASHINGTON

CONFIDENTIAL

September 13, 1950

PSYCHOLOGICAL OFFENSIVE

To

Certain American Diplomatic and Consular Officers.

The Secretary of State informs the officers in charge of the fact that the Department is seeking additional funds from Congress for the Information and Educational Exchange Program in order to meet new conditions resulting from the aggressive activities of the Soviet Union.

The proposal for supplemental appropriations for USIE during the fiscal year 1951 is predicated upon certain assumptions which the Department believes to be valid. The proposal is also an expression of a revised philosophy in determining the functions of this program in the conduct of foreign policy. This revised philosophy in turn specifies an entirely new approach in determining methods of USIE operation in that it keys them to critical needs in priority ratios.

In preparing the proposal for USIE expansion, the Department noted the following:

1. Propaganda activities of the USSR now border on open psychological warfare against the Free World and are a major threat to the foreign policy objectives of the United States.

2. The political, economic and military means undertaken by the United States and its allies can obtain maximum results only if the psychological effect of these programs is beneficial to, and in support of, their objectives.

3. A psychological offensive based on truth is essential if the United States is to succeed in its foreign policy objectives.

State Dept. review completed

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4. It is necessary for the United States to build up its strength in this field immediately just as it is necessary to build up the strength of political, economic and military programs.

5. The effort must be directed initially toward creating psychological strength and resistance to communism and Soviet imperialism in the areas and countries of most immediate critical concern to the foreign policy objectives of the United States.

The proposed expanded program is thus not just an expression of normal USIE operations as hitherto conducted. It is a re-direction of effort to achieve specific aims. It is founded upon the necessity of hitting designated targets on a priority basis, rather than a more general dissemination of information.

In selecting the targets, the Department first specified that twenty-eight countries constitute an "area of concern". These were then grouped into four zones, each characterized by a different degree of domination by, or susceptibility to the influence of, world communism.

Within each of the twenty-eight countries, priority target groups most important to the achievement of our foreign policy objectives were specified. Priorities were then placed on the most effective means of reaching these groups among the various media available--radio, motion pictures, press and publications, information libraries and exchange of persons.

The Department intends to direct the full impact of the expanded psychological offensive at the four zones of concern. Two of these zones are the satellite or captive countries and the Soviet Union, itself, and in respect to them the increased effort will be primarily in the field of radio activities conducted from outside the countries. (The problem in Korea presents a special case and is being treated separately.)

The other two zones are (1) those countries which could become the next targets of Communist aggression and (2) those countries where the danger of the disaffection of large groups is present or most probable.

There are twenty-one countries in the latter two zones. They are:

Afghanistan, Austria, Burma, Ceylon, Finland, France, Western Germany, Greece, India, Indo-China, Indonesia, Iran, Italy,

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Japan, Malaya, Pakistan, Philippines, Trieste, Turkey,
Thailand and Yugoslavia.

In each of these twenty-one countries, the Department intends there should be an enlargement at the Mission of discretionary action, under the direction of the Chief of Mission, and extending to all USIE officers in the country, as to specific USIE program operations necessary to carry out a successful psychological offensive. This enlarged discretionary action may extend to activities disassociated from USIE, if necessary.

This instruction is itself authority to the Chiefs of Mission to exercise the enlarged discretionary action.

The Department believes that it can achieve its objectives in the psychological offensive by relying more extensively upon the first-hand knowledge and special skills of the personnel in its posts and especially of the Public Affairs Staffs. Thus it is hoped that a greater degree of imagination and initiative be exercised in the use of indigenous sources and channels to achieve expanded production of materials, more direct dissemination toward priority targets and increased specialized activities in respect to labor, students, intellectuals, etc.

The Department expects to utilize funds from the supplemental appropriation, if and when it is provided, to increase considerably the contingent expense and alien salary allotments for USIE activities in the twenty-one countries. Other additional allotments will be made to provide the necessary administrative support both in the twenty-one countries and in the Department, and this will include support necessary for acquisition of additional space facilities. Further, the Department will allot additional funds to provide for more American personnel engaging in USIE activities in the twenty-one countries.

No supplemental appropriations have been requested from Congress for USIE operations in countries other than the twenty-eight grouped in the four zones of concern. However, though the operations in those countries are contemplated under the regular 1951 appropriation at only a minimum holding operation level, if the supplemental appropriation is provided they can be augmented by the availability of a substantially larger amount of basic media material prepared primarily for use in the four zones of concern. Moreover, there is a physical limitation on the extent to which USIE operations can be expanded in the fiscal year 1951. Thus, a calculated risk is being taken with countries for which the time factor does not seem as urgent at this time. In preparing for the

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1952 budget, the Department is already taking into account the advisability of expanding activities in other countries on a priority basis.

The Department recognizes that in the space of a few weeks political exigencies may require the revision of the geographical composition of the zones of concern and also that the various priority targets may shift and that target media priority relationships may change. Consequently, the contemplated program will be kept fluid in nature.

The Department now desires, that, with the above background and explanation in mind, the Chiefs of Mission and those responsible under them for public affairs activities in the twenty-one countries named above begin at once, even before Congressional action is taken on the requested appropriation, to review all special problems arising from the need for a psychological offensive in those twenty-one countries. The Department also desires the Officers in Charge in countries other than the twenty-one listed to apply to their present and future USIE operations the new principle of directed effort toward specific targets to the extent possible under the limited 1951 regular appropriation.

Careful forward planning at each mission is as essential to successful accomplishment of the objectives of the expanded program as is planning in the Department. The objective is to have drawn up ready for implementation such specific programs of action in each country in the four zones of concern as are necessary to reach priority target groups with the least noticeable fanfare but with the maximum effectiveness.

If the requested supplementary appropriation is provided, the challenge will be to act promptly to achieve widest possible investment of the increased funds.

The Department desires the Chiefs of Mission, or principal officers, assisted by their Public Affairs Staffs, to forward by air as soon as possible summaries of contemplated projects with estimated costs and recommendations for their execution. The Department has noted proposals already submitted by many posts in this respect and has taken them into account in preparing the requested supplemental appropriation. However, the Department will require specific summaries and estimates on projects that are pertinent to conditions prevailing at the present time or when the funds become available.

The Department is addressing this instruction to most posts where there are USIE activities. The Department desires that the Chiefs of

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Mission in each country direct a coordinated USIE program throughout the country, integrating into a single program the separate USIE activities of all the posts in the country. This coordination and integration should begin with the planning of projects requested in this instruction.

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This instruction is being sent to the following Foreign Service posts

MISSIONS

Ottawa	Djakarta	Praha
Addis Ababa	Dublin	Pretoria
Amman	The Hague	Rangoon
Ankara	Helsinki	Reykjavik
Athens	Jidda	Rome
Baghdad	Kabul	Bologna
Bangkok	Karachi	Saigon
Beirut	Lisbon	Phnom Penh,
Belgrade	London	Carbodia
Bern	Luxembourg	Seoul
Brussels	Madrid	Stockholm
Bucharest	Manila	Taipei
Budapest	(Davao Iloilo)	Tangier
Cairo	Monrovia	Tehran
Canberra	Moscow	Tel Aviv
Colombo	New Delhi	Warsaw
Copenhagen	Calo	Wellington
Damascus (Aleppo)	Paris (Lille)	Vienna
		Tokyo (Kobe, Nagoya, Sapporo, Yokohama)

CONSULATES

Calgary	Vancouver	Basra
Curacao	Victoria	Belfast
Edmonton	Windsor	Bergen
Georgetown	Winnipeg	Bilbao
Gothaab		Birmingham
Halifax	Accra	Bombay
Kingston	Adelaide	Bordeaux
Martinique	Aden	Bradford
Niagara Falls	Alexandria	Brisbane
Paramaribo	Algiers	Calcutta
Quebec	Amsterdam	Capetown
Regina	Antwerp	Cardiff
St. John	Asmara	Casablanca
St. Johns	Barcelona	Cebu
Toronto	Basel	Cherbourg

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CONSULATES (Con't)

Cork	Newcastle-on-tyne
Dacca	Nice
Dakar	Nicosia
Dar-es-Salaam	Noumea
Dhahran	Oporto
Durban	Palermo
Edinburgh	Patras
Elisabethville	Perth
Florence	Port Elizabeth
Geneva	Port Said
Genoa	Rabat
Gibraltar	Rotterdam
Glasgow	Salisbury
Goteborg	Salonika
Haifa	Salzburg
Hanoi	Seville
Hong Kong	Singapore
Istanbul	Southampton
Izmir	Strasburg
Jerusalem	Surabaya
Johannesburg	Sydney
Kuala Lumpur	Tabriz
Lagos	Tananarive
Lahore	Tenerife
Le Havre	Trieste
Leopoldville	Tripoli
Liverpool	Tunis
Lourenco Marques	Turin
Luanda	Valencia
Lyon	Valletta
Madras	Venice
Malaga	Vigo
Manchester	Zagreb
Marseille	Zurich
Medan	
Melbourne	
Meshed	
Milan	
Monbasa	
Nairobi	
Naples	

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